

**STATE OF MICHIGAN**  
Workforce Development Agency, Michigan Strategic Fund

Amendment and Two Year Extension\*  
To the  
Michigan Adult Education State Plan  
FY 2000 – FY 2004  
Title II-Adult Education and Family Literacy Act of the Workforce  
Investment Act (WIA) of 1998

\* To amend and extend Michigan's Five-Year State Plan last amended in  
**March 2012 to 2012-2014.**

**INTRODUCTION**

The Workforce Investment Act (WIA) of 1998 made significant changes in the nation's employment and training programs through consolidation and re-alignment of workforce development activities and programs. The Office of Adult Education of the Michigan Workforce Development Agency, Michigan Strategic Fund (WDAMSF) joins the workforce investment partnership, eager to collaborate on many levels to bring a seamless service delivery to adult learners. The greatest contribution Michigan Adult Education can make to the partnership, and more importantly to the adult learners it serves, is to provide Michigan adults with opportunities to develop their literacy skills necessary to qualify for further education, job training, better employment, and to reach their full potential as family members, productive workers, and citizens.

**April 1, 2012 Amendment**

***Reason for Amendment: The State of Michigan has decided to increase the 1% incentive-based application for 2011-2012 to 5% for the next two consecutive years: 2012 through 2014 (2012-13 to 2013-2014 program years). This part of the amendment is addressed in detail in Section 6.4, page 17 of this document. In addition, applicants will submit a single application that covers the next two years (2012-2013 & 2013-2014) with a yearly budget based on grant allocation.***

This amended state plan is an "Extension or Continuation of the Two-Grant Cycle" and will reflect changes in performance measures and still maintains the state direction regarding partnership and collaboration. The Two-Year Grant Cycle 2009-2011 is being extended for another two years (2012--2014) to all qualified 2009-2011 sub-recipients only.

Michigan continues to build an exemplary adult learning community by establishing permanent infrastructure to sustain it. Details of the open competitive application process were documented in last year's Grant Application Guidance and Instructions posted on our website: [www.michigan.gov/Adult\\_Education](http://www.michigan.gov/Adult_Education) (Refer to Section 6.0 for

details). In March 2011, 2011-2012 grant application was announced as a “Continuation grant application process.”

### **2012-2014 Amendment**

This two-year grant application will reflect the state’s vision for partners across our workforce development system -- adult education, postsecondary education, and workforce development boards -- and align with one another to create systemic approaches to Education and Career Success across 17 adult education regions. The central purpose is to educate workers more effectively, (through education that is flexible, expeditious, and relevant to the workplace) ensure strong pathways, attainment of meaningful postsecondary credentials, and employment for learners with low basic skills. The 2011-2012 grant application process will be extended as a “Continuation Grant” for the next two consecutive years 2012-2013 & 2013-2014. The State will request one application for a two-year grant cycle from each qualified sub-recipient. However, each sub-recipient must submit a budget each program year based on grant allocation and availability of federal funds. In addition, each sub-recipient must address how to meet the state negotiated performance measures for the two consecutive years. Grant Application Guidance and Instructions to be posted on our website: [www.michigan.gov/Adult Education](http://www.michigan.gov/Adult_Education) and the Michigan Education Grant System.

**The two-year grant application (2012-2014) will ONLY be available to 2009-2011 sub-recipients. The grant application in large part will replicate the 2009-2010 grant application except where sub-recipients decide to amend their application to incorporate new partners and/or instructional strategies. Sub-recipients that fail to meet the state negotiated performance levels are required to complete and submit an improvement plan stating how they plan to increase participants’ performances in the final report that is due at the end of November each year.**

**Exceptions: The two state agencies Michigan Department of Corrections (MDOC) and Department of Human Services (DHS) that handle state correctional adult education programs will sign inter-agency agreements (IAA) with WDAMSF for the 2<sup>nd</sup> part of the two-year grant cycle . The agencies’ funding will be dedicated to instructional staff professional development since state non-federal funds support teachers and staff salaries, and most instructional materials/supplies.**

Michigan’s State Plan for Adult Education and Family Literacy is being amended at this time to meet federal mandate and highlight some additional information since WIA Title II has not been reauthorized:

1. The U.S. Department of Education has given states the option to extend their original Five Year State Plans for an additional year while awaiting reauthorization of the Workforce Investment Act of 1998. After careful deliberations and consideration of other options, the State of Michigan decided to end the continuation grant of 2000-2001 through 2008-2009 and re-opened the application for competitive bidding for a two-year (2009 through 2011) grant cycle and has decided to extend the two-year grant cycle to another two consecutive years as a continuation grant for 2012/13 & 2013/14.
2. The two-year grant application must include the newly negotiated performance targets with OVAE.

3. The two-year grant application must include Michigan's new approved Assessment Policy, Goal Setting Policy, Distance Learning, and updated Adult Learning Plan that will be effective July 1, 2012.
4. Michigan will continue to place strong emphasis on transitions into postsecondary education, training and employment.
5. Funding in 2012-2014 will be incentive-based.
6. Michigan will continue to encourage sub-recipients to request participants who are employed or unemployed **to sign a waiver for data match (for details refer to Section 5:3:3).**
7. Michigan will continue to work with the field to find better instructional strategies to raise the state negotiated benchmarks for ABE performance levels by forming an Adult Education Committee that will focus on the strengths, weaknesses, needs, and opportunities of adult basic education programs in the state. With the guidance of this committee Michigan plans to identify four strategic regional locations for the delivery of professional development and technical assistance to ABE teachers and literacy volunteers, including staff from state correctional facilities. The central goal is to strengthen teaching methods, alignment of different curricula and the implementation of Michigan ABE content standards. ABE teachers will be offered opportunities to attend August training and other training institutes throughout the year.
8. Michigan will continue with the e-grant system for all grant applications including the review, approval, and reporting processes. Grant applications and final reports will be completed, submitted, and reviewed through the Michigan Electronic Grant System (MEGS).
9. All sub-recipients will be limited to 5% administrative costs except in instances where it is too restrictive. **No Indirect Costs will be allowed.**
10. Michigan will continue to implement the rigorous follow-up method that meets the criteria of the revised 2012 NRS requirements and continue to explore the possibilities of using data match in the State of Michigan.
11. Michigan will continue to explore innovative and creative ways of facilitating the delivery of adult education programs in the state as smaller programs continue to struggle with their adult education programs and scant resources. More schools/providers will be encouraged to offer a year- round adult education programs – with the hope of evaluating the impact of year-round programming on participant performance.

While additional changes, including an updated state needs assessment, will be included when a new state plan is developed following reauthorization of WIA, the historical changes provided within this amended plan are still retained and necessary to improve performance while ensuring quality services during the next year.

The primary changes include:

- The elimination of indirect costs charged by LEAs and some local providers (Section 3.2).
- An amendment to the on-site monitoring process reducing on-site visits to a maximum of 10% of federal WIA Title II sub-recipients based on state resources (Section 4.1). Based on the availability of funding, this office will continue to

provide technical assistance to sub-recipients that are in need of such services. The number of technical assistance visits will depend on need and available resources to be determined by the Office of Adult Education.

- The addition of performance levels for the program year based on negotiation and approval by the U.S. Department of Education, Office of Vocational and Adult Education (Section 5).
- Benchmarks for performance and the justification/rationale for the projected performance measures and job-related goals (Section 5).

Despite budget cuts, the dedication of Michigan's Adult Education providers, including local school districts, community based organizations, volunteer literacy programs, and community colleges has remained steadfast. Through ongoing communication with these organizations, as well as the state's Workforce Development Boards and other stakeholders, Michigan's Adult Education Office will continue to explore options during the coming year for strengthening its current capacity. The end result will be an adult learning system that ensures:

- Responsiveness to the complex variety of adult learning levels, contexts, and needs;
- Use of performance standards to continuously improve program services;
- Optimal use of available funds;
- Flexibility in meeting the needs of each service area;
- Equitable funding targeted to areas of greatest needs;
- Strong instructional and administrative staff that respond to the needs of the adult learners; and
- Inclusion of public and private partnerships that engage practitioners and partners in planning and delivering services.

## **STATE PLAN COMPONENTS**

**(Deletions noted by strikethroughs. Additions noted by bold and underlining in sections referenced above.)**

### **1.0 Eligible Agency Certifications and Assurances**

- 1.1 Certifications (Mailed Separately)
- 1.2 Assurances (Mailed Separately)
- 1.3 (Michigan is not doing the "Unified Plan")

### **2.0 Needs Assessment**

Michigan's record-breaking high unemployment rate averaging more than 9% in 2012 is still higher than the national average. This increase is due to the sluggish auto industry economy that contributes in large part to Michigan's revenue. In 1950 roughly 60% of all jobs required little or no skills. In 2000 that percentage decreased to 15%. Thousands of well-paying technical jobs and training opportunities leading to living wage jobs are "going begging." Some businesses have reported closing due to the lack of skilled workers; and all businesses report the lack of workers (including entry level and technically skilled) as their most significant business problem. People who might be interested in such jobs

frequently do not have sufficient basic literacy and job skills to qualify for entry-level jobs or to benefit from training that leads to better jobs.

This skills mismatch is not just a problem for employers. This is a problem for our families and our communities. Many individuals have inadequate skills to earn enough to support themselves and their families. Thus, more concerted learning of basic competencies by a significant portion of Michigan's adults is needed to assure that they can take advantage of the extensive array of jobs and training opportunities that Michigan offers now and promises to offer in the future.

Sections 2.1 and 2.2 of this plan summarize, on a statewide basis, the educational and literacy needs of Michigan's adult population. As pointed out earlier, regional Workforce Development Board needs will vary from region to region. Each local strategic plan must address regional adult education needs and this information will be used to guide activities within each geographic area. The State Strategic Plan is submitted to the WDAMSF to review and approve the content and process. If insufficient efforts are identified, technical assistance is provided to assist with the improvement of local planning efforts. To date, the federal priorities for Adult Education and Family Literacy have been addressed by these local activities.

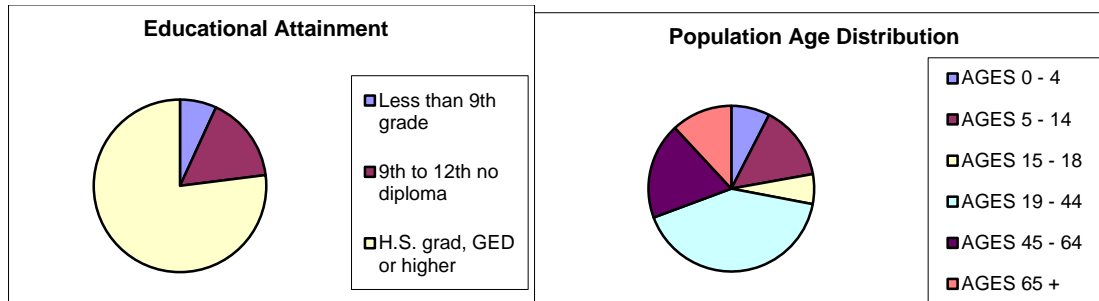
## **2.1 Individuals Most in Need**

The Council for Labor and Economic Growth (CLEG) Report published in 2008 found that in 1.7 million Michigan adults lack basic skills needed for post-secondary education and good jobs. The 1996-1997 National Adult Literacy Survey (NALS) found that in Michigan, 18 percent of the total population is at Level 1, the lowest literacy level. Adults scoring at Level 1 have insufficient reading, writing and computation skills considered necessary for functioning in everyday life. Therefore, those individuals scoring below an intermediate (ABE or ESL) educational functioning level (EFL) on a state-approved assessment will be considered most in need in Michigan.

## **2.2 Target Populations**

Individuals without a high school diploma, low-income individuals and displaced homemakers with inadequate basic skills, individuals with limited English proficiency, and inmates in correctional institutions are the target groups for Michigan adult education and literacy efforts. Following are brief descriptions of the size of these various groups:

### **Number without a high school diploma.**



~~Update all this with new census data if possible~~

According to the 2000 Census, Michigan's total population of individuals 18 years of age and older was 7,345,849. Of that population, 1.28 million Michigan adults do not have a high school diploma or its equivalent, and 320,092 adults have attained less than a 9<sup>th</sup> grade education. Because a high school education is widely thought to be the minimum credential for labor market success, the fact that 17% of persons 18 years and older have not completed 12<sup>th</sup> grade or its equivalent provides perhaps the strongest justification for adult education and literacy programs in Michigan.

#### Educational Attainment - 18 years of age and older



Michigan has taken steps to increase the self-sufficiency of low-income adult learners who are educationally disadvantaged. As a leader in welfare reform, Michigan's public assistance enrollments continue to decline beyond 30-year low levels (only 72,400 active cases remain open as of June, 2000). However, there are many "working poor" households as suggested by the 31.6% of Michigan's K-12 pupils who participate in the subsidized lunch program. Now that welfare reform has reduced caseloads from 230,000 to 70,000 families through employment, the next step toward self-sufficiency is to increase the educational and skills levels that will enable former recipients to move up the career ladder. Adult education and literacy services are key components to a coordinated welfare reform effort in Michigan.

Approximately 7% of Michigan's population is considered learning disabled according to The National Institute for Literacy (refer to the overview of 1992 results in *The State of Literacy in America: The National Adult Literacy Survey*).

Michigan will continue to use federal adult education and literacy services funds in conjunction with other state and local funds to address the needs of this population.

In 1995, a single parent headed one out of four Michigan families with children. (*Michigan League for Human Services, Kids Count in Michigan 1997-98 Data Book*. Lansing, MI.). Displaced homemakers, women who primarily are homemakers whose incomes are disrupted by divorce or separation, the death, long-term disability or unemployment of a spouse, or the loss of public assistance, number between 14-16 million nationally. 90% of displaced homemakers under the age of 35 are displaced due to divorce or separation (Bureau of Labor Statistics and the Bureau of the Census, *Worker Displacement during the Mid-1990s* [Based on Revised Estimates] October 1996, Washington D.C.). According to the 1990 Census, 48.1% of female head of household families with children under 18 years in Michigan lived below the poverty level. Michigan will address the needs of this population through coordination of adult education and literacy services with services available through Michigan Works! Service Centers.

According to the 2000 Census report, approximately 110,287 Michigan adults age 18 and over had limited English proficiency. Anecdotal evidence and local/regional strategic planning studies in Michigan suggest this population is growing rapidly. Another indicator of the need for adult education is the number of children participating in school bilingual education. During 1996-1997, 32,123 students participated in the State's Bilingual Education programs. Of these students, more than one-half spoke Spanish (16,067) as their primary language. From communities primarily located in the metropolitan Detroit area, other languages included: Arabic (6,781), Chaldean (2,408), Hmong (1,406), and Vietnamese (1,008), MDE July 1998, 1996-1997 *Bilingual Report*.

According to the Michigan Department of Corrections (MDOC) 1998 Annual Report, most prisoners come into the system without a high school diploma. MDOC spends more than \$20 million annually on pre-college education, mostly ABE and GED with some vocational training. Due to a concerted effort by the MDOC, approximately 30 percent of all prisoners are enrolled in an academic or vocational program. Educational success has been increasing and 1,800 prisoners earned a GED during the 1998 fiscal year. However, approximately 18,000 of Michigan's prisoner population are in need of improved literacy skills (1998 Michigan Department of Corrections Information Packet). Up to 10% of Michigan's federal allocation available under section 222(a) (1) will be available to support basic education services in correctional and other institutional facilities. The state will set aside funds to support adult education programs in state correctional facilities controlled by Michigan Department of Correction (MDOC) and Department of Human Services (DHS) respectively. The set aside will be primarily used for professional development activities since the state non-federal funds pay for instruction and materials.

### **3.0 Description of Adult Education and Literacy Activities**

#### **3.1 Descriptions of Allowable Activities**

Local adult education and literacy programs must address the priorities of the geographic area. The activities and percentage of funds allocated for each activity will vary from region to region based on objective assessment of area needs in terms of individuals with disabilities, educational attainment levels, English proficiency levels, economic status, household status, etc.

Two year competitive grants will be awarded to eligible service providers to provide at least one of the following activities:

- 1) Adult education and literacy services, which may include workplace literacy services and job placement;
- 2) Family literacy services;
- 3) Computer literacy;
- 4) English literacy programs;
- 5) English as a Second Language;
- 6) General Education Development Test Preparation;
- 7) High School Completion.

While the scope, content, and organization of activities may vary from region to region, priority for grant awards will be given to those with strategies for populations that include low income students, single parents, displaced homemakers, and individuals with multiple barriers to educational enhancement. Local applicants are expected to monitor performance outcome information and adjust program content and design to continuously improve achievement.

Effective July 1, 2011 Michigan instituted a new OVAE approved Assessment Policy and changed federal funding from performance-based to incentive-based grant application process. The state approved Assessment Tests include TABE 9/10, CASAS, Gain, and Work Keys.

#### **State Leadership Activities**

The Office of Adult Education, Division of Education and Career Success will dedicate leadership funds for the state conference, workshops, training, ESL professional development, and curriculum development. Projections include but not limited to:

- \$200,000 for MAETC (state adult education conference)
- \$400,000 for statewide workshops and training
- \$200,000 for regional planning activities
- Other miscellaneous impact activities that are innovative and research-based deemed necessary by the state director



### 3.2 Special Rules

The Michigan Workforce Development Agency, Michigan Strategic Fund supports and encourages the participation of all new and experienced adult education teachers, administrators and other relevant staff members to participate in a series of sustained and intensive high quality statewide professional development initiatives sponsored by the Strategic Fund. These activities are designed to provide participants with the professional skills and tools to help all adult students meet challenging standards of performance indicators, as well as enhance the overall program quality of Adult Education programs.

Where the cost limit of 5 percent allowed for planning, administration, personnel development, and interagency coordination is too restrictive to allow for adequate personnel development, the eligible provider may negotiate with the Office of Adult Education to determine an adequate level of funds to be used for this purpose.

**Indirect costs will not be allowed therefore, schools/providers must limit administrative costs to 5%.**

The Michigan Workforce Development Agency, Michigan Strategic Fund shall not use any funds made available under this subtitle for adult education and literacy activities for the purpose of supporting or providing programs, services, or other activities for individuals who are not individuals described in subparagraphs (A) or (B) of Section 203 (1), except that such agency may use such funds for such purpose if these programs, services, or activities are related to family literacy services. In providing family literacy services under this subtitle an eligible provider shall attempt to coordinate with programs and services that are not assisted under this subtitle prior to using funds for adult education and literacy activities other than adult education activities [(Sec. 231)(d)].

### 3.3 **Historical Organizational Arrangements and Changes**

Governor John Engler issued Executive Order #1999-12 to transfer Adult Education from the Michigan Department of Education to the Michigan Department of Career Development effective January 1, 2000. (See Attachment B for a copy of this Order, and Attachment C for an organization chart.)

On December 8, 2003, Governor Jennifer M. Granholm signed Executive Order #2003-18 that transferred the functions of the Michigan Department of Career Development to the Bureau of Workforce Transformation under the Department of Labor & Economic Growth (DLEG). In 2008 the Energy Agency was transferred to DLEG creating Department of Energy, Labor & Economic Growth

(DELEG). In February 2011 Gov. Rick Snyder with an Executive Order 2011-IV transferred Bureau BWT to Michigan Strategic Fund. With this transfer, the Michigan Strategic Fund administers all Michigan Workforce Development Agency WIA activities in Michigan. In addition, Michigan's Work First (welfare reform) program is administered through this new agency. At the local level the WIA Titles I and III are administered through the Michigan Workforce Development Board's Michigan Works! Service Centers, Title IV is administered through Michigan Rehabilitation Services. Michigan Rehabilitation Services has co-located staff at every Michigan Works! Service Center.

#### **4.0 Annual Evaluation of Adult Education and Literacy Activities**

##### **4.1 Annual Evaluations**

Program evaluation shall be conducted in several ways:

Beginning 2009-2010 program year Michigan has been conducting on-site monitoring visits to 10% of all federal sub-recipients. In addition, Michigan has continued to provide technical assistance and will continue to do so to poorly performing programs to raise the district's awareness, build the adult education capacity and improve the performance. The number of technical assistance will be targeted and based on needs and state resources and to be determined by the Office of Adult Education. 100% of all programs will be reviewed annually using data, performance reports, funding information, final narrative, statistical and financial reports.

The WDAMSF, Office of Adult Education requires monthly entry of information about every adult education participant into Michigan Adult Education Reporting System (MAERS) a web-based, centralized electronic database that is updated each time new data is entered. The same central system is being used to track the progress of participants in other career development programs, such as WIA Title I and Work First (welfare reform).

An annual report of performance information will become public information and be provided to local Workforce Development Boards.

All state and federally funded adult education and literacy programs will use the National Reporting System format to report student performance data to WDAMSF, and WDAMSF will annually prepare each year the state's report to the U.S. Department of Education. As part of the WDAMSF annual strategic implementation process, the department will continue to monitor and report program results and other relevant information to OVAE.

Based on WDAMSF projection, the MAERS new reporting system MAERS 2.0 (effective July 1, 2011) will include instructional hours analysis, number of participants completing WDAMSF approved pre- and post-instruction

assessments, percentages of attaining goals, and percentage of learning gains achieved.

## 5.0 Performance Measures

### 5.1 Performance Measures Projections for Program Year

| Performance Measure                                  | 07-08 Goal | 07-08 Actual | 08-09 Goal | 08-09 Actual | 09-10 Goal | 09-10 Actual | 10-11 Goal | 10-11 Actual |
|--|------------|--------------|------------|--------------|------------|--------------|------------|--------------|
| Core Indicator #1:                                   |            |              |            |              |            |              |            |              |
| Beginning Literacy ABE                               | 22%        | 37%          | 30%        | 40%          | 38%        | 29%          | 41%        | 41%          |
| Beginning Basic Education ABE                        | 22%        | 34%          | 29%        | 29%          | 35%        | 28%          | 37%        | 37%          |
| Low Intermediate ABE                                 | 30%        | 35%          | 32%        | 38%          | 36%        | 32%          | 39%        | 37%          |
| High Intermediate ABE                                | 34%        | 28%          | 28%        | 30%          | 31%        | 28%          | 30%        | 30%          |
| Low Adult Secondary ABE                              | 33%        | 31%          | 33%        | 30%          | 34%        | 28%          | 31%        | 29%          |
| ESL Beginning Literacy                               | 47%        | 55%          | 57%        | 57%          | 56%        | 58%          | 58%        | 59%          |
| ESL Beginning Low                                    | 50%        | 71%          | 51%        | 67%          | 67%        | 68%          | 66%        | 67%          |
| ESL Beginning High                                   | 50%        | 62%          | 51%        | 61%          | 65%        | 59%          | 62%        | 59%          |
| ESL Intermediate Low                                 | 51%        | 53%          | 54%        | 52%          | 54%        | 52%          | 53%        | 53%          |
| ESL Intermediate High                                | 53%        | 58%          | 53%        | 51%          | 57%        | 52%          | 52%        | 53%          |
| Advanced ESL   | 32%        | 60%          | 33%        | 58%          | 60%        | 54%          | 58%        | 54%          |
| Core Indicator #2:                                   |            |              |            |              |            |              |            |              |
| Placement in Postsecondary Education or Job Training | 49%        | 41%          | 50%        | 60%          | 60%        | 41%          | 61%        | 39%          |
| Placement in Unsubsidized Employment                 | 52%        | 27%          | 53%        | 10%          | 60%        | 16%          | 55%        | 19%          |
| Retention in Unsubsidized Employment                 | 45%        | 35%          | 45%        | 53%          | 55%        | 63%          | 54%        | 71%          |

|   |     |     |     |     |     |     |     |     |
|---|-----|-----|-----|-----|-----|-----|-----|-----|
| Core Indicator #3                         |     |     |     |     |     |     |     |     |
| High School Completion (HS Diploma & GED) | 41% | 46% | 53% | 47% | 55% | 51% | 48% | 53% |

| Performance Measure                                  | 11-12 Goal | 11-12 Actual | 12-13 Goal | 12-13 Actual | 13-14 Goal | 13-14 Actual | 14-15 Goal | 14-15 Actual |
|--|------------|--------------|------------|--------------|------------|--------------|------------|--------------|
| Core Indicator #1:                                   |            |              |            |              |            |              |            |              |
| Beginning Literacy ABE                               | 36%        |              | 42%        |              |            |              |            |              |
| Beginning Basic Education ABE                        | 37%        |              | 38%        |              |            |              |            |              |
| Low Intermediate ABE                                 | 39%        |              | 38%        |              |            |              |            |              |
| High Intermediate ABE                                | 30%        |              | 31%        |              |            |              |            |              |
| Low Adult Secondary ABE                              | 31%        |              | 31%        |              |            |              |            |              |
| ESL Beginning Literacy                               | 58%        |              | 60%        |              |            |              |            |              |
| ESL Beginning Low                                    | 68%        |              | 68%        |              |            |              |            |              |
| ESL Beginning High                                   | 59%        |              | 60%        |              |            |              |            |              |
| ESL Intermediate Low                                 | 52%        |              | 54%        |              |            |              |            |              |
| ESL Intermediate High                                | 52%        |              | 54%        |              |            |              |            |              |
| Advanced ESL   | 55%        |              | 55%        |              |            |              |            |              |
| Core Indicator #2:                                   |            |              |            |              |            |              |            |              |
| Placement in Postsecondary Education or Job Training | 42%        |              | 17%        |              |            |              |            |              |
| Placement in Unsubsidized Employment                 | 20%        |              | 30%        |              |            |              |            |              |
| Retention in Unsubsidized Employment                 | 55%        |              | 50%        |              |            |              |            |              |
| Core Indicator #3                                    |            |              |            |              |            |              |            |              |

|   |     |  |     |  |  |  |  |  |
|---|-----|--|-----|--|--|--|--|--|
| High School Completion (HS Diploma & GED) | 51% |  | 54% |  |  |  |  |  |
|---|-----|--|-----|--|--|--|--|--|

## 5.2 Levels of Performance for

The proposed performance levels were based on Michigan trend data presented above. The job related goals and ABE categories still remain areas of concern for the state. Concerted efforts are being made to improve our performance in those categories.

Table 5.2 below is a breakdown of 18,893 participants who were not in the Labor Force. A majority of them were incarcerated and/or unable to work due to the severity of their disabilities.

**Table 5.2: Participant Status and Program of Enrollment**

|                              | <u>Participant Characteristics</u>         |
|------------------------------|--|
| *71 (MAERS) but OETS = 8,409 | In State Prison                            |
| 1,243                        | In Community Jail Program                  |
| 965                          | Other Institutions: Shelter, Half-way home |
| 1,057                        | Disabled (Physical)                        |
| 6,931                        | On Public Assistance                       |
| 11,306                       | Low Income                                 |
| 162                          | Displaced Homemakers                       |
| 3,059                        | Single Parents                             |
| -                            | Have Pre-School Children                   |
| -                            | Have School-Age Children                   |
| 481                          | Dislocated Workers                         |
| 1,366                        | <u>Learning Disability</u>                 |
| 8,276                        | <u>Indicated Not in Labor Force</u>        |

*\* MDOC reported 8,409 inmates served in state correctional facilities but only 71 were successfully entered in MAERS.*

## 5:3 Michigan Plan of Action: Premise

- 1) Considering 2010-2011 Michigan's performance using the NRS statistical report, NRS Table 6 shows 10,794 were "Unemployed" and NRS Table 5 shows 7,818 "Entered Employment", 5,383 had a goal of "Retain or Improve Employment" and 2,508 with a goal of "Entering Postsecondary Education or Training"; a continuous increase compared to previous year. The state will continue to ensure that participants receive appropriate counseling during the intake process.
- 2) NRS Table 5a shows that the state is still struggling with using the "Survey" to document job-related goals instead of using the data match.

- 3) Michigan is making progress toward using data match is measuring job-related goals. Many sub-recipients who want the state to use the social security numbers for data match instead of survey have developed a waiver for participants. The state is in the process of obtaining a waiver that allows this office to use data match.
- 4) Over 18,893 adults served in 2010-2011 were not in labor force indicating most of them were in state correctional facilities, community county jails and other institutional facilities.

#### **5:4 Other Strategies for Improvement**

- 1) WDAMSF will continue the dialogue with the Advisory, Program Performance and Improvement (PPI), Data, GED, and Curriculum taskforce committees to come up with strategies to solve this problem. They are more likely to have their colleagues' buy-in and hopefully have participants to sign waivers authorizing the use of social security numbers for educational purposes only.
- 2) With the newly updated MAERS 2.0 and statewide trainings it is our hope it will increase data management and reporting quality.
- 3) Beginning July 1, 2012, the grant application is 5% incentive-based funding, of the 5% available for incentive – 80% is based on meeting/exceeding 65% pre-post testing rate and the remainder 20% goes to programs that meet or exceed all the state negotiated targets for employment related goals.
- 4) Michigan will continue to use quarterly reports to monitor schools/agencies that fail to meet the goal setting requirements.
- 5) Schools that fail to meet the quarterly data reporting requirements will be contacted and the next step of actions will be outlined. If possible, technical assistance will be planned.
- 6) Inform sub-recipients that when WIA is re-authorized, the accumulated information about goal setting and performance will be central in selecting the next sub-recipients. Sub-recipients should be building for the next competition.
- 7) Linkage to MWA (Michigan Works Agencies) and their existing data-match system.

#### **6.0 GRANT REVIEWERS**

The staff of WDAMSF, Office of Adult Education will be responsible for the review of the grant applications. All applications will be reviewed for completeness and budget detail. The reviewers will assure that the applications meet state and regional adult education and family literacy needs and priorities and all budget items are consistent with state and federal regulations. Some of the criteria that may be considered are successful performance in previous funding requirements and the completeness of all requested information, especially financial and budgetary requirements.

- 1) In addition to the content of the application, WDAMSF may apply other factors in making funding decisions, such as: (1) performance of the fiscal agent in previously funded initiatives; (2) the extent to which the program addresses WDAMSF priorities for low income participants, single parents

and displaced homemakers, and individuals with multiple barriers to educational enhancement; (3) whether the local applicant's projections and actual performance reflect continuous improvement; and (4) compliance with all WDAMSF requirements.

The 2012-2014 grant applications will follow the previous year grant review process; however, it will depart from performance-based funding to incentive-based funding. Based on the availability of funding, 5% of the 82.5% under Section 231 and Section 225 will be reserved as incentive funds to be awarded to the best performing sub-recipients to be determined at the end of 2012-2013 and 2013-2014 program year respectively. The criteria for the incentive award stated in Section 5.4 (3) will also be described in detail in the Guidance and Instructions for the 2012-2014 grant application.

## **6.1 APPLICATION NARRATIVE**

This two-year grant application is a continuation of a two-year grant cycle that was announced in 2009-2010. Michigan will continue to make progress in transforming adult education based on the recommendations of the Adult Learning Work Group (ALWG) of 2010 to the Council of Labor & Economic Growth (CLEG) appointed by the Governor. It is strongly recommended that applicants should use the Guiding Principles of the ALWG in the application narrative.

In March 2012 the request for proposal for the single two-year (2012-2014) grant applications will be announced.

Questions regarding this application should be directed to the Office of Adult Education at (517) 373-8800. WDAMSF, Office of Adult Education will review all proposals submitted for instructional program grants. Grant applications shall include:

- 1) How the proposed program and activities will address the needs and priorities identified in the regional Workforce Development Board if necessary.
- 2) A description of how awarded funds shall be spent, including a budget and budget narrative;
- 3) A description of any cooperative arrangements, partnerships, and/or collaborations the eligible provider has with other agencies, institutions, or organizations for the delivery of adult education and literacy activities (if different from last year), and;
- 4) A description of the accuracy, quality and history (trend) of student data that includes how data is collected, validated, and verified as complete.

- 5) A description of the curriculum including a curriculum that incorporates phonemic awareness, systematic phonics, fluency and reading comprehension.
- 6) Coordination with existing support services that provide transportation, child care, and other assistance designed to increase rates of enrollment in and successful completion of adult education and literacy activities to adults enrolled in such activities.
- 7) A description of the integration of literacy instruction and occupational skill training; the promotion of linkages with employers and postsecondary institutions; and the collaboration with other agencies where possible to avoid duplication of efforts and maximizing the use of resources to promote adult education and literacy activities.

To allow the greatest local decision-making flexibility, funds under Section 231 (Grants and Contracts for Eligible Providers) may be used for the provision of instruction below the postsecondary level for individuals who:

- Have attained 16 years of age;
- Are not enrolled or required to be enrolled in secondary school under state law;
- Lack sufficient mastery of basic educational skills to enable the individuals to function effectively in society, including those individuals who have the lowest levels of literacy skills in reading and mathematics.
- Do not have a secondary school diploma or its equivalent and have not achieved an equivalent level of education; or
- Are unable to speak, read, or write the English language.

## **6.2 Eligible Providers**

Eligible providers for a grant or contract are:

- 1) A local educational agency;
- 2) A community-based organization of demonstrated effectiveness;
- 3) A volunteer literacy organization of demonstrated effectiveness;
- 4) An institution of higher education;
- 5) A public or private nonprofit agency;
- 6) A library;
- 7) A public housing authority;
- 8) A nonprofit institution that is not described in any of these subparagraphs and has the ability to provide literacy services to adults and families; and
- 9) A consortium of the agencies, organizations, institutions, libraries, or authorities described in any of the items (1) through (8).

## **6.3 AVAILABILITY OF APPLICATION**



The WDAMSF will make information available about the availability of funds and the method of applying for these funds through announcements on the WDAMSF and State of Michigan websites and press releases, notification of professional organizations, and other relevant state programs. Associations representing literacy groups, adult educators, and WDB will be advised of application opportunities. The grant guidance and instructions, general information, appendices and the application will be posted on the WDAMSF, Office of Adult Education's website at: <http://www.michigan.gov/Adult Education>.

- 8) **In 2012-2014 the Performance-Based funding will increase the 1% Incentive-based funding to 5% and the set formula is 95% based funding and 5% incentive-based funding. Michigan plans to allocate 95% of 82.5% to all eligible providers and will retain 5% of the 82.5% to be awarded as incentives to well performing providers at the end of the program year when NRS data are available to make such determination. Of the 5% available for incentive award – 80% of the amount will be allocated to providers that meet/exceed 65% pre-post testing rate and the remainder 20% of the amount will go to programs that meet or exceed all the state negotiated targets for employment related goals.**

#### **6.4 MICHIGAN EDUCATION GRANT SYSTEM PLUS (MEGS+)**

All applications will be submitted electronically through the Michigan Education Grant System Plus (MEGS+) and all potential applicants have access to the MEGS+ system.

#### **6.5 Evaluation of Applications**

In awarding grants or contracts under this section, the Workforce Development Agency, Michigan Strategic Fund shall consider:

- 1) The degree to which the eligible provider will establish measurable goals consistent with the National Reporting System;
- 2) The degree to which the eligible provider addresses the needs and priorities identified in the Workforce Development Board's Strategic Plan (This requirement is state-imposed);
- 3) The past effectiveness of an eligible provider in improving the literacy skills of adults and families, and, after the 1-year period beginning with the adoption of an eligible agency's performance measures under Section 212 of AEFLA, the success of an eligible provider receiving funding under this subtitle in meeting or exceeding such performance measures, especially with respect to those adults with lower levels of literacy;
- 4) The commitment of the eligible provider to serve individuals in the community who are most in need of literacy services, including individuals who are low-income, have minimal literacy skills, or require special accommodations such as the open entry open exit programs;

- 5) Whether or not the program is of sufficient intensity and duration for participants to achieve substantial learning gains; uses instructional practices, such as phonemic awareness, system phonics, fluency, and reading comprehension that research has proven to be effective in teaching individuals to read;
- 6) Whether the activities are built on a strong foundation of research and effective educational practice;
- 7) Whether the activities effectively employ advances in technology, as appropriate, including the use of computers;
- 8) Whether the activities provide learning in real life contexts to ensure that an individual has the skills needed to compete in the workplace and exercise the rights and responsibilities of citizenship;
- 9) Whether well-prepared instructors, counselors, and administrators staff the activities;
- 10) Whether the activities coordinate with other available resources in the community, such as establishing strong links with elementary schools and secondary schools, postsecondary educational institutions, one-stop centers, job training programs, and social service agencies.
- 11) Whether the activities offer flexible schedules and support services such as child care and transportation) that are necessary to enable individuals, including individuals with disabilities or other special needs, to attend and complete programs;
- 12) Whether the activities maintain a high-quality information management system that has the capacity to report participant outcomes and to monitor program performance against the eligible agency performance measures; and whether historical student data has been reviewed to ensure that accurate, complete and valid student data will be collected, reported, and utilized;
- 13) Whether the local communities have a demonstrated need for additional English literacy programs.

## **6.6 APPLICATION PROCESS & PERFORMANCE MEASURES**

Applicants must consider the quality of their programs, staff capacity and general performance of participants to ensure that their programs will meet the state projected performance percentages. The state is in the process of negotiating the 2012-2013 performance measures with USDOE and if approved, all applicants are expected to meet or exceed the negotiated measures that will be published as soon as they are approved by USDOE. Based on the negotiated performance measures with USDOE, applicants are expected to enter and report all participants' performance data MAERS 2.0. Statewide MAERS 2.0 training has been provided and continuous technical assistance will be available throughout the year on WDAMSF approved assessment policy, goal setting, attendance and use of the ALP.

## **PAYMENTS**

Payments to providers are based on an approved grant budget from WDAMSF, Office of Adult Education. Providers request funds via the Michigan Department of Education's MEIS system. The system tracks a provider's approved grant budget and calculates payments to providers based on: cumulative year-to-date expenditures plus 30 day cash needs, less cash received year-to-date. Payment requests are processed twice weekly, and providers normally receive payment within 3 to 4 business days. The Workforce Development Agency-Michigan Strategic Fund, Office of Adult Education monitors payments to providers weekly, and reconciles year-end reports of expenditures to payments received to ensure compliance with the terms of the approved grant budget. At the end of each year of the funding cycle, sub-recipients will submit a final report analyzing program performance, suggesting areas for improvement, and final budget. The subsequent year of funding will be contingent upon the availability of federal funds and program performance.

## **7.0 Public Participation and Comment**

### **7.1 Description of Activities**

Activities conducted in the past to meet this requirement were:

- 1) Targeted "dialogue" events to engage state staff, local service providers, and related others in reviewing best and most current information related to a topic and then mutually discussing related state policy decisions. For example, this method was used to develop initial performance measures on May 18 and 19, 2000.
- 2) Conducted public comment period to include:
  - Notice of public comment period provided to state associations and Adult Education Advisory Group members, related state programs, etc.
  - Photocopies of state plan provided upon request;
  - Informational meeting held with over 250 people attending;
  - Electronic copies of the state plan provided to professional associations of adult educators for posting on their web sites, and;
  - Adult Education Advisory Group meetings.
  - See Attachment D for discussion of results of public meetings.
- 3) Public comments were recorded, summarized, and reviewed prior to finalizing the State Plan.

Activities conducted to meet this requirement for the amended state plan include:

- 1) A series of Practitioner Task Force Meetings to gain input and recommendations from the field on necessary changes,
- 2) Posting of the amended State Plan changes on the WDAMSF website,
- 3) Statewide news release to announce the posting of the draft amended State Plan and to request feedback,

- 4) Presentation to the State Workforce Development Board for comments,
- 5) Submission of the draft State Plan to the Governor's office for review and comment, and
- 6) Review and incorporation of appropriate recommendations into the final amended State Plan.

## **7.2 Governor's Comments**

A copy of this plan amendment has been submitted to the Governor for review and comment. Any comments received will be forwarded to the Secretary of the U.S. Department of Education.

## **8.0 Descriptions of Program Strategies for Populations**

### **8.1 Strategies**

Applications will cite the most strategic local needs for Adult Education and Literacy services for low income students; individuals with disabilities; single parents and displaced homemakers; and individuals with multiple barriers to educational enhancement, including individuals with limited English proficiency.

- 2) Local adult education programs shall analyze program and enrollment data to determine the degree to which they are serving specific target populations identified in the strategic plans. Based on the analysis results, strategies will be developed to address identified gaps.
- 3) Performance and program data will be analyzed to identify strengths and challenges in program delivery in meeting the needs of specific target populations. Continuous improvement plans will include strategies for strengthening program delivery in identified areas of need.

## **9.0 Integration with Other Adult Education and Training**

### **9.1 Description of Planned Integrated Activities**

To more fully meet this federal requirement for integrated services, Michigan will collaborate with local Workforce Development Boards in the operation of Adult Education and Literacy Act-funded activities in the following ways:

- 1) Michigan's more than 100 one-stop centers with fully integrated federal programs will be informed by their administrators, the Workforce Development Boards, about referrals to Adult Education and Literacy Act-funded activities; and the one-stops will recruit, assess, provide information about, refer, and possibly enroll candidates in appropriate adult education programs.

- 2) Education Advisory Groups appointed by the Workforce Development Board shall be encouraged to arrange post-secondary education or training for adult education completers.
- 3) The Workforce Development Agency-Michigan Strategic Fund is responsible for administering all of the state's Adult Education programs. Individual student data for all Adult Education programs, including activities authorized by Section 107 of the State School Aid Act will be recorded on the web-based reporting system. Policy analysis and reporting shall include information from all programs. Further, this information can be shared locally to facilitate coordinated service delivery.

## **9.2 State Unified Plan**

Michigan is not submitting a unified plan. WDAMSF is facilitating local, decentralized planning by Workforce Development Boards to best assure local needs are met.

## **10.0 Description of the Steps to Ensure Direct and Equitable Access**

### **10.1 Description of Steps**

As required by federal regulation:

- 1) All eligible providers shall have direct and equitable access to apply for grants or contracts under this section; and
- 2) The same grant or contract announcement and application process is used for all eligible providers in the State.

In our statewide Michigan Adult Education and Training Conference (MAETC) we will provide all 2012-2014 potential applicants the technical skills needed to tap into regional resources and collaborative partnerships. MAETC conference has been publicized both on our website, listserv, regional papers and any other available state media.

Every grant award instrument will require assurance that: Adults of varying race, color, disability, creed, sex, age, economic status, English proficiency, or geographic location will have access to adult education and family literacy programs.

### **10.2 Notice of Availability**

WDAMSF will use the same steps outlined in Section Six (6.1-6.5) to publicize opportunities for funding and ensure direct and equitable access for eligible providers. Upon request, the department will provide necessary information to any eligible agency.

Information about the availability of adult education programs will be available at every one of Michigan's more than 100 one-stops (Michigan Works! Service Centers) that are already barrier free and are required to assure no discrimination.

#### **11.0 Programs for Corrections Education and other Institutionalized Individuals**

Current state appropriations to the Michigan Department of Corrections (MDOC) and to the Michigan Department of Human Services (DHS) for youth facilities shall be coordinated with WDAMSF.

#### **11.1 Types of Programs**

Any eligible Adult Education and Literacy activity can be supported including High School Completion, English as a Second Language, GED, English Language/Civics or Adult Basic Education.

#### **11.2 Priority**

Residents of state correctional facilities throughout the state are not likely to be identified as priorities by local Workforce Development Boards. For example, many prisoners in the Upper Peninsula will be more likely to return to the Southeastern Michigan labor market than to remain in Northern Michigan. Therefore, WDAMSF will support the Michigan Department of Corrections and the Michigan Family Independence Agency in establishing priorities for service to those adult education students with the lowest educational attainment and the greatest probability of increasing educational attainment and returning to the labor force. Further, Michigan Public Act 320 of 1998 indicates "a prisoner whose minimum terms of imprisonment is two years or more shall not be released on parole unless he or she has earned a high school diploma or earned its equivalent in the form of GED Certificate."

WDAMSF will support agencies/providers that give priority to programs serving individuals who are likely to leave correctional institutions within ~~five (5)~~ two (2) years of participation in adult education programs.

#### **11.3 Types of Institutional Settings**

Correctional facilities operated by the Michigan Department of Corrections (MDOC) for adults and by the Michigan Family Independence Agency for youth will be invited to participate. Types of institutions may include prison, reformatory, work farm, jail, detention center, halfway house, boot camp or similar institution. County jail facilities may continue to be served by local adult education programs. The total funds allocated to Adult Education for all correctional students will not exceed the 10% **of 82.5% (Section 222(a)(1))** maximum allowed by federal regulation.

Consistent with the final report submitted to the OVAE of USDOE for the program year 2004-2005, the MDOC newly instituted data collection and reporting system has not been compatible with the Michigan Adult Education Reporting System

(MAERS) making the batching process very cumbersome. In addition, the MDOC purchased the appropriate assessment test TABE 9/10 for the assessment of inmates who participate in adult education programs.

## **12.0 State Leadership Activities**

### **12.1 Description of Activities**

In accordance with the Adult Education and Family Literacy Act, no more than 12.5% of the grant funds awarded to a state may be used for state leadership activities.

Funds for state leadership activities may be used for contracted services, grants, or other staff activities to achieve Michigan's goals to strengthen the capacity for adult education described in Section 3.0 of this plan, especially:

- 1) To facilitate consistent and valid measurement of learning attained by students;
- 2) To expand program design options for accelerated learning. For example, online learning for GED/HSC, credit recovery for HSC completion, and distance learning for single parents. *Credit recovery enables students to accelerate through the course, focusing on material that is not yet mastered, rapidly recovering credits;*
- 3) To improve skills of Adult Educators (including professional development); and
- 4) To provide program planning and/or coordination activities

### **12.2 Description of Planning and Coordination for Unified Plan Only**

Michigan is not submitting a unified plan. WDAMSF will continue to facilitate the development and ongoing practice of local planning by Workforce Development Boards to best meet locally significant needs.

### **12.3 Description of Activities under Section 427 of the General Education Provisions Act (GEPA)**

Every grant award instrument will require assurance by all local service providers that: "Adults of varying race, color, disability, creed, sex, age, economic status, English proficiency, or geographic location will have access to adult education and family literacy programs." WDAMSF stated policy, disseminated to all staff and to all local service providers, is to assure no discrimination on the basis of race, color, disability, creed, sex, age, or economic status.

### **12.4 One-Stop Participation**

WDAMSF has approved a standardized minimum format for a Michigan Works! System, for a Memorandum of Understanding (MOU) to be signed by every Workforce Development Board and every Provider of adult education. These local agreements can include descriptions of collaboration regarding Adult Basic Education, English as a Second Language (ESL), assessment, support services, Family Literacy, High School Completion, GED preparation and testing, career preparation and job placement in accordance with the provisions of section 121(c)(2) of Title 1 of the Workforce Investment Act of 1998. The types and extent of local collaboration between Adult Education and Family Literacy programs and the more than 100 Michigan Works! Service Centers are expected to vary significantly over time and by geographic location.

### **13.0 English Language/Civics (This is a new federal-funding category with state-imposed policy.)**

Up to the amount separately appropriated and allocated to Michigan by the federal government will be made available for statewide competitive applications. The purpose of these grants is to provide an educational program that emphasizes contextualized civil participation, U.S. History, and government instruction to help students acquire the skills and knowledge to become active and informed parents, workers, and community members.

Program strategies for populations in need of English Language/Civics are considered to be unique and not well integrated since they are a very small component of all local adult education services. Also, communities most in need of these services are clustered in some geographic areas. Therefore, the state will not allocate the small proportion of these funds geographically.

The following descriptions of grant administration described elsewhere in this plan for other components of this plan will also be used for English Language/Civics:

- Annual Evaluations (4.0)
- Performance Measures (5.0)
- Eligible Providers (6.2)
- Notice of Availability (6.4)
- Process (6.5)
- Evaluation of Applications (6.6)
- Payments to Providers (6.7)
- Descriptions of Program Strategies for Populations (8.0)
- Integration with Other Adult Education and Training (9.0)
- Description of Steps to Ensure Direct and Equitable Access (10.0)
- State Leadership Activities (12.0)